THE SOCIAL PLANNING and RESEARCH COUNCIL of Hamilton and District

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HIGHLIGHTS

DIVERSE RACIAL AND CULTURAL GROUPS' ACCESS TO THE SOCIAL SERVICE SYSTEM

Prepared by
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in Consultation with
Groups of Citizens and Social Service Providers

October 1990

Social Planning and Research Council of Hamilton and District
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Someone in Between
To Immigrant Women of Colour

I am a Canadian; I am also a Chinese
Managed to learn English and forget
 some Chinese
My work is in the steel city of
 Hamilton; my family lives by the
 Ocean Playground of Halifax.
Hopping between the newly found
 "career" and well grown-up
"Family" makes me good only as a
  customer of Air Canada and Bell Canada
But not really popular with those
 who still hold that women must not
 attempt for both!

Completed Ph.D. work without acquiring
 a piece of qualification paper,
Helps the employers to keep tapping
 the talent without recognizing the
 equivalence.
Keeping my Chinese given names as well
 as the married English surname,
Confirms that racism is indeed strong,
For only the Chinese ones count!

Naturally, for those who are so
 accustomed to using their almighty
 power of ignorance to say to someone
In between, like this: "Sorry, dear,
You just don't fit in."

So, we, immigrant women of colour
Have no other choice but to exercise
Our power!
For you and I know that
Beautiful bridges are built to connect
Things in between.
Splendid innovations can come out
Of some things that do not always
Fit in.

Chai Chu Thompson

A Different Way of Life, Different Options

A Native woman who was very traditional and had brought her family up the same way, found herself having to decide what form of reprimand to hand down to her son who had got into mischief and been brought home by the police. After the police left, she told her son that she loved him very much and was very disappointed in him. Given her traditional way of life, she told him that if he had to go to jail, she would not have been able to visit him there. She decided that the reprimand should be for him to go into the bush for a few days, where the family typically went to fast. It was there that she would be able to visit him and bring him food.

Linda Jenkins

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Sincere thanks must also be extended to community citizens, agency staff and organizations' volunteers for their time and information. Particular thanks is extended to citizens and volunteers of diverse racial and cultural groups who were not paid to attend workshops or complete surveys but did so with the hope that they could help in some small way to make change. Their stories were vivid and their commitment to change was high. These people hold the key to solving many social service system accessibility issues. We must be prepared to listen and to change.

Gloria DeSantis

PREAMBLE

At its September 21st meeting, the Board of Directors of the Social Planning and Research Council of Hamilton and District approved the release of the Report. In doing so, the Board of Directors did not approve the recommendations outlined in the Report as Social Planning and Research Council policies as these recommendations only reflect the conclusions reached during the consultation process.

The community consultation process included surveys and workshops with citizens and social service providers during the winter of 1989 and spring of 1990. A Discussion Paper was released for public review and comment for the summer months. A final set of workshops were organized for September 1990 for the purpose of allowing participants the opportunity to ask questions of clarification and make final suggestions to the Report. As such, it is very much a community consultation process. Thus, the role of the Social Planning and Research Council Board of Directors here was to ensure the appropriate processes were implemented with the community and now the Board will begin to deal with the policy implications of this Report for the Council and its implementation in the community.

The Social Planning and Research Council saw its role during the course of this project as a facilitator role; the Social Planning and Research Council brought the community together to define and articulate the issues surrounding diverse racial and cultural groups' access to the social service system. The Council believed that given the complexity of the issue of effective access for diverse racial and cultural groups, the opportunity for dialogue and feedback for all those who were interested in participating was essential. This was the reason for the multifaceted process.

This Report is a synopsis of a report that is 120 pages in length. The complete Report, including a more detailed analysis of the national and local data, is available at the Social Planning and Research Council of Hamilton and District, 155 James Street South, 6th floor, Hamilton, Ontario, L8P 3A4.

GLOSSARY

Access: the securing of needed services for a consumer, and participation in the planning, development, delivery and administration of those services. In this project, the focus is on two types of access:
a) client access - the extent to which consumers are able to secure needed services which are already available.
b) organizational access - the extent to which consumers represented and/or participate in the planning, development, delivery and administration of those services. Participation may be as staff, volunteers and/or board members.*

Availability: refers to whether a service exists or whether it is offered to consumers. It is different than access which refers to the extent that the service is secured.*

Client/Consumers: refers to a person who is in need of a particular social service and attempts to access the needed service.

Convention Refugee: refers to one of three classes of admissible immigrants under the 1976 Immigration Act. Includes anyone who fits the United Nations definition: "any person who, by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political opinion, (a) is outside the country of his/her nationality and is unable or, by reason of such fear, is unwilling to avail him/herself of the protection of that country, or, (b) not having a country of nationality, is outside the country of his/her former habitual residence and is unable, or by reason of such fear, is unwilling to return to that country."**

Cultural Interpreter: is one who interprets using awareness and understanding of cultural concepts related to one's background to facilitate full communication between the parties in an interaction focusing on the delivery of social services.*****

Diverse Racial and Cultural Groups/Population: refers to Native Canadians, immigrants and refugees. Other studies have used terms like "visible minority" and "ethnics" but the SPRC thought the term "diverse racial and cultural groups" conjured up the image of a variety of language groups and visible minorities. The type of immigrant or refugee (e.g., government sponsored versus family sponsored) was not differentiated throughout this report except for some of the immigrant charts and tables.

ESL (English as a Second Language): refers to language programs for people whose mother tongue (first language learned as a child) is not English.

Ethnic Origin (or Ethnicity): refers to the "roots" or ancestral origin of the population and should not be confused with citizenship or nationality. Canadians belong to many ethnic or cultural groups, such as Inuit,

North American Indian, Metis, Irish, Ukrainian, Chinese, Punjabi, etc. A guide to the respondent's ethnic origin may be the language used by the respondent or the respondent's ancestors.****

Ethno-Specific Organizations/Agencies: are geared to primarily serve one or more ethno-cultural groups (although they may not exclude serving others from the general community).*

Family Class: refers to one of three classes of admissible immigrants under the 1976 Immigration Act, formed of close relatives of a sponsor in Canada. It includes the sponsor's spouse, unmarried children under age 21, parents and grandparents.**

Generic Organizations/Agencies: are those that offer services to the general population, according to eligibility criteria that do not emphasize reference to membership in a specific ethno-cultural group. Other studies that are referenced in this report may have used the term mainstream agencies.*

Ghettoization: refers to the geographic, social and/or economic isolation of groups of people often based on a common ethnic background.

Immigrant: refers to a person who seeks lawful permission to come to Canada to establish permanent residence.**

Independent Class: refers to those immigrants selected for their suitability for Canada's labour force - based on a points system emphasizing education, skills, occupation and so on - and their dependents. This class includes Business Immigrants, Retirees, Assisted Relatives, and Other Independent Immigrants.***

Language Interpretation: is not synonymous with cultural interpretation. a language interpreter does not "interpret using awareness of cultural concepts" as does a cultural interpreter. Language interpreters focus on ensuring information is passed from 1 person to another and that a common interpretation is reached by 2 people, in an interaction but cultural understanding is not considered a necessity.

Licensure Testing: includes tests required to receive a license to practice as a physician, etc., as well as any competency assessments required by an occupational body for certification, registration or membership.

Integration: refers to mutual acceptance and respect while maintaining a cultural identity. This is very different from assimilation which requires ethno-cultural groups to relinquish their cultural identity and adopt those of the dominant society.

Mother Tongue: refers to the first language learned in childhood and still understood by the individual at the time of the 1986 Census.****

Multiculturalism: refers to the official ideology of cultural pluralism, where all cultures have equal status and merit in Canadian society, and none has more power than another. Multiculturalism policies promote

integration, not assimilation, of minority groups into society. (Assimilation refers to a process of eliminating distinctive group characteristics which may be encouraged as a formal policy, e.g., American "melting pot")**

Prejudice: is a mental state or attitude of pre-judging (generally unfavourably), and attributing to that person, characteristics which are attributed to a group of which that person is a member. Types of prejudice include: ethnocentricism - toward members of ethnic or cultural groups, usually not one's own; racism - toward members of racial groups, usually not one's own. Sexism, regionalism, fanaticism, ageism, classism are similarly defined by gender, region, religion, age and social class groups.**

Racial Group: refers to a group with common biological heritage, usually one that makes them visibly distinctive from others in their milieu. If there is a shared sense of membership and identity, then racial groups are merely categories created by others on the basis of superficial physical characteristics.**

Racism: See Prejudice

Refugee: See Convention Refugee

Refugee Claimant: refers to a person who appears on Canadian soil and claims refugee status under the Geneva convention.**

Social Service System: refers to the range of services available to help people with their needs and includes employment services (e.g., job searches, resume writing and retraining programs), child welfare services (e.g., Children's Aid Society), family counselling and family violence services (e.g., Family Services of Hamilton-Wentworth and Interval House), finding an apartment or house to live in (e.g., Housing Help Centre), immigration services, English as a Second Language services and financial services (e.g., General Welfare Assistance). So the social service system includes a wide variety of services <u>except</u> hospitals, etc.

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* Extracted from Doyle and Visano, 1987
** Extracted from Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, 1988
*** Extracted from Canadian Council on Social Development, Autumn 1989
**** Extracted from Census of Canada, Census Dictionary, 1988
*****Extracted from Cultural Interpreter Training Manual, 1989

1.0 INTRODUCTION

1.1 Purpose of This Report

This report of highlights was written for the purpose of summarizing the key findings found in the 120 page report entitled, Diverse Racial and Cultural Groups' Access to the Social Service System. This report includes a general overview of the contents of each of the major sections of the report. There is a significant amount of detail not included in this report; the focus here is on highlighting the major concepts, processes and findings. Clarification can be gleaned from reading the full report.

1.2 Background

The Regional Government asked the Social Planning and Research Council of Hamilton and District (SPRC) during the Spring of 1989 to undertake a study of the accessibility of the social service system in Hamilton-Wentworth for the diverse cultural and racial population. Accessibility refers to securing services; this is not synonymous with the availability of services. Access to services is affected by the following types of barriers: lack of information, cultural differences, the service is too expensive, or the client has to travel too far to get to the service. Client access refers to the extent to which clients are able to get needed services whereas organizational access is the extent to which clients are represented and participate in the planning and implementation of services as a volunteer (e.g., Board member) or staff person. This report focuses on both these types of access. The other important definition is racial and cultural population. For the purpose of this report, diverse racial and cultural population includes Native Canadians, immigrants and refugees.

1.3 Purpose

The main purpose of this study was to document the accessibility of the social service system to the diverse racial and cultural population of Hamilton-Wentworth. The specific objectives of the project were to -

a) review and highlight existing and relevant reports on this topic;
b) develop a profile of the diverse racial and cultural population living in Hamilton-Wentworth;
c) develop a profile of existing generic and ethno-specific services regarding staff resources (and programs) available to deal with the needs of various racial and cultural groups and to develop a profile of the ethnic/mother tongue type and number of clients being served;
d) identify barriers to accessing services as well as barriers to organizational access (e.g., access to policy making, agency decision making, etc.);
e) identify goals necessary to reduce the barriers found in d) above;
f) priorize the goals and develop consensus around a model or models for increasing the accessibility of services to diverse cultural and racial groups (if the community is ready to develop a model).

An overview of the study is presented in Appendix A.

Studies from Toronto and Ottawa were the main sources of guidance for the

Hamilton project.

1.4 NATIVE PEOPLE AND MULTICULTURALISM

A number of Native people in Hamilton-Wentworth were asked if they thought they would like to be included in this study of diverse racial and cultural groups access to the social service system. The response was "yes" as they saw themselves as a very distinct racial and cultural group although they have some concerns in common with the immigrant and refugee population.

It is the opinion of the Native community involved, that within the term "Native" is a multicultural reality. That is, within the Native community in Hamilton-Wentworth as well as the rest of Canada there is not just one Native culture but rather a diversity of cultures. Each tribe has its own culture, its own beliefs and its own set of attitudes. Thus Native people see themselves as inherently multicultural.

2.0 NATIONAL, PROVINCIAL AND REGIONAL CONTEXT

During 1990, the federal government is planning for the in-migration of between 165,000 and 175,000 immigrants and refugees. This range will be surpassed if the past few years are an indication of what will happen in 1990. In general, the proportion coming from Asia and other non-European areas has increased while the share from Europe has declined (based on the 1986 Census). Ontario and British Columbia had the highest concentration of immigrants in 1986.

During the past 10 years Ontario has received between 44% and 55% each year of the total number of immigrants and refugees coming into Canada. Asia and the Pacific Islands accounted for approximately 41% of immigrants destined for Ontario in 1988 - the largest percentage. In 1988, Toronto was the destination of 63% of the immigrants coming to Ontario. During the 1980s, Hamilton was the destination of between 2% and 4% yearly, of the immigrants coming to Ontario. In 1988, knowledge of English and French was lowest among refugee and designated class immigrants; 83% of this group reported no knowledge of either official language.

Sex, age, yearly personal average income and labour force participation rates were reviewed for 17 mother tongue groups for the 1986 Hamilton CMA Census. These data reveal interesting differences between mother tongue groups. For example, there are some mother tongue groups in which 18% or more of their population is 65 years of age or older. Some mother tongue groups also show below average yearly incomes. Place of birth data and ethnic origin data were also reviewed for the Region of Hamilton-Wentworth for 1986 (refer to Appendix B).

Census data only tell part of the story, though. Immigrant landings between 1986 and 1989 provide an update on the 1986 Census. Approximately 9,500 permanent residents indicated Hamilton-Wentworth was their intended destination during these four years. It is noteworthy that Hamilton-Wentworth has received an increasing proportion of permanent residents from Europe and Asia over the last 4 years but a decreasing proportion from North, Central and South America and the Caribbean based on this data base (refer to Appendix C).

However, these numbers do not include refugee claimants. There could be approximately 3,472 refugee claimants in the old refugee backlog system and another 588 (since January 1990) in the new streamlined refugee determination process destined to or already in Hamilton-Wentworth. One organization in Hamilton-Wentworth indicated the majority of the approximately 1,600 refugee claimants they work with came from Central and South America. These numbers help complete the picture of who has came to Canada since the 1986 Census.

The Native people who participated in this study saw themselves as a very distinct racial and cultural group although they have some concerns in common with the immigrant and refugee population. The Native community believes it is inherently multicultural. Special Census data on this population, which is forthcoming, has been requested as part of another study sponsored by the Regional Indian Friendship Centre.

3.0 SPECIAL TOPICS IN THE LITERATURE

3.1 Mental Health Issues

The Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees concluded that moving from one country to another was stressful but it did not necessarily cause mental illness. Risk factors can add to migration stress. Negative public attitudes held by the host community, separation from family and community, inability to speak English or French and failure to find suitable employment are powerful predictors of emotional stress. As well there is one significant difference between immigrants and refugees; immigrants usually choose to leave their country but refugees are forced to leave.

3.2 Employment and Access to Trades and Professions

The Ministry of Citizenship's Task Force on Access to Trades and Professions completed its work in October 1989. This report focused on the barriers faced by foreign-trained people to employment in Ontario's trades and professions. The recommendations made by the Task Force fell into 5 main topics: assessing prior learning of persons trained outside Ontario; testing for licenses; testing for language ability; retraining; and, decision reviews and appeal opportunities.

3.3 Immigrants and Refugee Women

A national task force showed that immigrant and refugee women have a higher incidence and intensity of risk factors than their male counterparts as well as reduced access to mitigating factors. This creates special needs. A change in culture, loss of self-esteem, under or unemployment, language barriers, little opportunity for education, isolation and lack of support services are all concerns. A community development project in Hamilton-Wentworth showed that language was the major barrier for those women. This is exacerbated by the reduced accessibility of English as a Second Language classes compared to their male partners. Lack of employment was seen as the second largest problem.

3.4 Immigrant Seniors

Immigrant seniors are another special needs groups. Issue areas found in the literature included some seniors are not literate in their mother tongue or English or French, some seniors have trouble finding available services and rely primarily on their informal networks, and some seniors need culturally sensitive housing and long term care. A striking statistic reported at a national workshop was that among seniors, twice as many women as men speak neither English nor French.

3.5 Race Relations

There are a number of areas where the race relations topic is prominent due to the increasing participation of non-white persons. This participation comes in a variety of forms including volunteer work on advisory committees, and task forces.

Unfortunately visible minority groups have noted that discrimination has often interfered with their adjustment to a new life in Canada. In fact, visible minorities who may need services but have been mistreated in the past by the social service system will probably not turn to the formal system until their trust has been restored. This is significant if the social service system believes it is responsive to the "community".

4.0 LITERATURE ON BARRIERS TO ACCESSING SERVICES

Two major studies were used as a guide for this Hamilton-Wentworth study. The Toronto Social Planning Council and the Ottawa/Carleton Social Planning Council carried out two-year studies on the accessibility of social and health services. These two studies focused on barriers to access and agency strategies to reduce these barriers. The following table highlights the key barriers which were also found in Hamilton-Wentworth. In Toronto and Ottawa/Carleton, the largest proportion of respondents agree about information and cultural barriers.

TABLE 1: HIGHLIGHTS OF BARRIERS FOUND IN TORONTO AND OTTAWA/CARLETON

Toronto Study	Ottawa Study
Information Barriers 1. 87% service providers agreed general public is not well informed about available services. 2. 81% of providers agreed information is available in English only. 3. 72% agreed information is available in print only. "Equitable delivery depends on informed participation" (p.57).	**Information Barriers** 1. 85% of generic senior administrators do not have policies regarding the use of promotional material; they do not advertise their services in languages other than English or French. 2. Immigrant aid workers ranked lack of information about services second only to lack of language skills. 3. lack of knowledge about services was most evident in clients with limited English.
Cultural Barriers 1. 93% of service providers agreed that consumers do not understand the role of professionals. 2. 82% agreed the way in which services are delivered is inappropriate for some cultures. 3. 75% agreed the kinds of services delivered are inappropriate for some cultures. 4. 77% agreed that consumers feel stigmatized about their illness. 5. 69% agreed that consumers feel stigmatized when they seek assistance even though they have a right. 6. "Far too frequently, analyses of barriers do not take culture into consideration." (p.70)	**Cultural Barriers** 1. 55% of generic service providers acknowledged a difference between the way ethnic group clients approached them and the way general population clients do. 2. 53% reported frustration because of a lack of knowledge about the cultural background of some of their clients. 3. 57% had not attended any cross-cultural training events. 4. 73% of the problems named by generic service providers included culture as a factor. 5. only 27% of the senior administrators reported language-related barriers. 6. "Overall, the impression is that neither organizational respondents nor clients themselves interpret problems experienced in giving or receiving services as arising from cultural differences." (p.87)

5.0 METHODOLOGY

This project was guided by action research principles which included the participation of people who must take action to change a certain situation, the formulation of a citizen advisory committee, the continual feedback of survey and workshop information to participants for verification and the organization of workshops for service providers and citizens to dialogue about issues and network.

The project included three main surveys and a number of workshops. Table 2 summarizes these activities. This was very much a community consultation process.

TABLE 2: ACTION RESEARCH ACTIVITIES IN HAMILTON-WENTWORTH

Activity	Who Contacted	Who Responded
1. Preliminary Field Work (August 1989) Telephone survey of 36 agencies	Generic Agency Executive Directors	- 33 of 36 selected agencies responded
2. Mail survey regarding barriers to access and important goals (December 1989)	Generic (n=68) and Ethno-specific (n=20) Agency Executive Directors	- 36 of 68 Generic agencies responded (53%) - 10 of 20 (50%) agencies but in some agencies more than 1 staff person completed the survey, therefore there are 14 responses
3. Board of Directors Composition Mail Survey (January 1990)	Generic (n=68) and Ethno-specific (n=20) Agency Executive Directors	- 27 of 68 Generic agencies responded (40%) - 3 of 20 Ethno-specific agencies responded (15%)
4. Service Provider Workshops on goals for Hamilton-Wentworth - February 1990 - April 1990	Generic (n=68) and Ethno-specific (n=20) Agencies	- 23 of 68 Generic agencies participated(34%) - 10 of 20 Ethno-specific agencies participated (50%)
5. Citizen Workshops - April 1990	Churches, associations groups, agencies, constituency offices, etc	- A total of 30 "citizens" participated
6. Follow-up Workshops to finalize report - September 1990	- 121 agencies - 122 citizens	- 14 agencies - 13 citizens

6.0 FINDINGS

6.1 Preliminary Field Work

When asked, 79% of the 33 generic agencies sampled, indicated they do not presently offer any services which are specifically designed for individual racial and cultural groups. Seventy-three percent also indicated they have no immediate or long term plans to offer new services to racial or cultural groups. Respondents were also asked about the difficulties they encounter attempting to serve specific racial and cultural groups. The difficulties listed include language differences, cultural and family value differences discovering the needs and interests of various groups and serving the special needs of cultural and racial populations (e.g., deaf people) - to name a few.

6.2 Board of Directors Survey

Thirty-four percent of the generic and ethno-specific agencies that were sent surveys completed them and returned them to SPRC. This percentage is not large and, therefore, caution should be used when drawing generalizations from these data. The ethno-specific Board of Directors' respondents showed a greater tendency to have learned languages other than English as children (only 32% learned English first), whereas the majority of generic agency respondents (92%) learned English first as children. When asked about their mothers' and fathers' ethnicity, both generic and ethno-specific respondents indicated a wide variety of backgrounds. The generic agency respondents were more likely to be of British, Scottish, Irish and Dutch background than the ethno-specific respondents who were primarily of Asian, Central and South American background.

6.3 Agency Survey on Barriers

Fifty-three percent of the 94 agencies who were sent surveys, completed them and returned them to SPRC. At least two-thirds of the ethno-specific and generic agencies "agreed" or "strongly agreed" that the following information and cultural issues were barriers to accessing services: people do not know what services are available; most information is available in English and print only; people of some cultures who were born outside Canada do not understand the role of various helping professionals because their native countries were set up differently; the kinds of services available are not always appropriate for some cultures; the way in which services are delivered is not always appropriate for some cultures; the stigma attached to certain illnesses prevents potential clients from seeking services; the composition of staff and volunteers (i.e., Boards of Directors and volunteer committees) does not reflect the cultural and racial diversity of Hamilton-Wentworth; cultural and racial groups feel uncertain and powerless when dealing with the social services system; and, in general individuals from diverse racial and cultural groups feel that their accent, dialect or manner in which they speak English leaves them poorly understood by service providers. A number of other barriers were also listed but they were not perceived as barriers to the same extent as were the above barriers.

6.4 Service Provider Workshop Results

Thirty agencies participated in the full day workshop in February. The workshop participants began by discussing the summary of goal statements and their priorities based on the survey results from agencies. The proceedings of each workshop are attached to the full report as appendices.

Workshop discussions and consensus building ended with the goals listed in order of priority. The following list shows the rank order results from the workshop - the top of the list contains the top priority goals.

A.6 To increase the number of interpreters available to assist clients to communicate with staff of generic agencies.
A.1 To sensitize generic agencies regarding a variety of cultural and racial issues.
A.9 To increase the co-operation and collaboration between generic and ethno-specific agencies in order to have better information available to the consumer regardless of his/her point of access into the social service system.
A.4 To increase the number of specialized services available to various racial and cultural populations in their own language.
A.7 To increase specific services provision to refugee groups.
A.3 To change the composition of staff at agencies so that agencies reflect the cultural and racial diversity of the Hamilton-Wentworth community.
A.5 To increase the amount of written material in the languages of racial and cultural groups served by generic agencies.
A.2 To increase the involvement of members of various cultural and racial groups in the planning and management of generic agencies (e.g., become members of Boards of Directors, members of various committees, etc.).

Societal goals (B.1 - to sensitize the general population, B.2 - to promote awareness of a variety of cultural and racial groups in the Region, and B.3 - to increase the cooperation between ethno-specific groups and the general population) were defined as ongoing and long term and they should be dealt with concurrently with the above goals.

A second, half day workshop was scheduled to further define what services needed to be developed and for which groups in order to make services more accessible. The key questions were <u>which services</u> and <u>what criteria could be used to help decide who is most in need of services first</u>?

Workshop participants agreed that <u>generalist</u>, cultural interpreters should be trained and paid to help people access the following types of services: housing, income, employment, health, education services, child care, legal counsel/advice and seniors. The participants also agreed that <u>specialist</u>, cultural interpreters should have more training and be paid to work in one of the following fields: mental health, family/marital counselling, and domestic violence. Ideally, these specialists would be staff <u>within</u> agencies in these three sectors and not necessarily available through the pool of generalists defined above.

Much discussion centred around the criteria for deciding who needs services most. Who needs services most can depend on differences between the following people: immigrant versus refugee, skilled versus unskilled, ability to adjust to a new country, and level of support network already in place in Hamilton-Wentworth. The group finally decided that 1) recency of arrival, 2) level and type of support network already in place in Hamilton-Wentworth, and 3) refugee status would be important criteria to use to help make decisions about who is

currently more in need of services than others. A caution was also made about the access problems that isolated long term residents (who were once immigrants or refugees) also may have. Therefore, recency of arrival should be considered carefully.

6.5 Citizen Workshop Results

Approximately 31 citizens participated in these 2 workshops. These participants discussed a number of general issues. These included language barriers, miscommunication, misunderstandings, racial discrimination, the cost of information, and ghettoization (i.e., social, economic and geographic).

A number of more specific issues were also discussed. First, there were some major concerns about biased procedures and criteria for evaluating immigrants' and refugees' professional qualifications in the Canada employment system. Second, participants were not fully aware of the housing assistance available in the community and they were quite concerned about racial discrimination on the part of landlords. Third, English as a Second Language classes (ESL) should be more flexible and available to all women regardless of their situation. And fourth, these participants believe they should meet again to follow up on the issues they have identified at these workshops; in fact, they thought they should begin to meet regularly (perhaps quarterly).

The participants developed a list of 21 recommendations on which they wanted to start working. These recommendations fell into the following categories: education and sensitization of generic agencies, information availability about services, the involvement of diverse racial and cultural groups in generic agencies as volunteers and staff, changes to the Canada Employment and Immigration Commission, and ESL scheduling flexibility and greater accessibility for all women. Appendix D contains a copy of the citizen's recommendations.

6.6 September Follow-up Workshops

Approximately 14 agencies and 13 citizens attended two different workshops. Neither group had any more information to add to the report. The discussions focused on how the report's recommendations should now be implemented.

7.0 SUMMARY AND RECOMMENDATIONS

The recommendations in this section are supported by the "community". Community is defined here as the sample of 35 agencies and 33 citizens who participated in this study through the series of workshops.

The review of Census data showed some unusually high proportions of seniors in some mother tongue groups (i.e., between 18% and 34% of their population were 65+). Immigrant, refugee and Native women in this seniors category require special consideration given other study results which show that fewer women than men do not speak English or French. Therefore, the community supports the following:

1. **THAT IN ORDER TO PLAN EFFECTIVELY FOR THE DIVERSE RACIAL AND CULTURAL SENIORS POPULATION, A PROJECT SHOULD BE CARRIED OUT THAT FOCUSES UPON WHICH GROUPS OF ELDERLY HAVE GREATER ACCESS PROBLEMS AND WHAT SOLUTIONS SHOULD BE DEVELOPED AND PUT IN PLACE TO MAXIMIZE THE APPROPRIATENESS OF SERVICES AND THEIR REFERRAL MECHANISMS. SPECIAL ATTENTION SHOULD BE PAID TO WOMEN IN THIS SENIORS CATEGORY.**

Approximately 9,500 permanent residents were destined to Hamilton between 1986 and 1989. There could also be approximately 4,000 refugee claimants in the old and new refugee determination systems. But who is working with these people? Neither the formal service system or the informal ethno-specific system are fully aware of what each system is doing in Hamilton-Wentworth. Therefore, the community supports the following:

2. **THAT A WORKSHOP BE ORGANIZED IN THE FALL OF 1990 WITH ETHNO-SPECIFIC GROUPS AND AGENCIES TO MAP THE COMMUNITY OF SERVICES (THAT IS, DEVELOP AN INVENTORY OF SERVICES) AND HOW NATIVE CANADIANS, IMMIGRANTS AND REFUGEES ARE (OR ARE NOT) ACCESSING NEEDED SERVICES. THIS MAP COULD THEN BE USED AS AN IMPORTANT FOUNDATION WHEN DEALING WITH THE IMPLEMENTATION OF OTHER RECOMMENDATIONS (e.g., MORE COLLABORATION BETWEEN AGENCIES).**

Both the Ottawa and Toronto studies noted the low response rates in their attempt to collect client utilization, staff and volunteer data. SPRC in Hamilton also had a low response rate for the Board of Directors survey. Therefore, the community supports the following:

3. **THAT AGENCIES IN THE GENERIC SOCIAL SERVICE SYSTEM REVIEW THEIR STAFF AND VOLUNTEER RECORDS(e.g., BOARD OF DIRECTORS, ETC.) AND ENCOURAGE THE COLLECTION OF THE FOLLOWING INFORMATION: ETHNICITY, MOTHER TONGUE, HOME LANGUAGE, AND COUNTRY OF ORIGIN. THESE DATA WILL BE VALUABLE BASELINE INFORMATION FOR THE FUTURE DEVELOPMENT OF CULTURALLY SENSITIVE AND RELEVANT SERVICES.**

In the service provider survey focusing on barriers and goals (for which there was a 53% response rate), all four information barriers were seen as barriers by at least two-thirds of the ethno-specific respondents. Information that is available in English and/or print only inhibits access to services. Therefore, the community supports the following:

4. **THAT EACH SOCIAL SERVICE AGENCY PRODUCE A BRIEF PAMPHLET IN A VARIETY OF LANGUAGES ABOUT THE SERVICES THEY OFFER WITH ATTENTION TO LITERACY LEVEL AND THE USE OF PICTURES WHEREVER POSSIBLE TO DESCRIBE THEIR**

SERVICES. AS WELL, AUDIO AND VISUAL AIDS COULD BE MADE AVAILABLE TO EXPLAIN SERVICES. THE AUDIO AND VISUAL AIDS SHOULD BE DEVELOPED COLLABORATIVELY WITH THE MINISTRY OF CITIZENSHIP (AND OTHER MINISTRIES) BECAUSE THE MINISTRY HAS ALREADY BEGUN TO DEVELOP SOME OF THESE MATERIALS.

5. THAT A PAMPHLET, WRITTEN IN A VARIETY OF LANGUAGES, THAT SIMPLY LISTS WHO AND WHERE IN HAMILTON-WENTWORTH ONE SHOULD CALL IF HE/SHE HAS ANY QUESTIONS ABOUT HOUSING, EMPLOYMENT, INCOME ASSISTANCE, EDUCATION, ESL, ETC. BE WIDELY DISTRIBUTED IN THE COMMUNITY. THE PAMPHLETS COULD BE MARKETED AND USED EXTENSIVELY IN ESL CLASSES. (THESE PAMPHLETS WOULD BE SEEN AS AN ADDITION TO THE NEWCOMER'S GUIDE TO ONTARIO.)

The other major finding in these survey results was the large number of cultural barriers that service provider respondents agreed exist. Acknowledging that these were barriers then led workshop participants into a goal setting exercise in which cultural interpreters were seen as the top priority. Therefore, the community supports the following:

6. THAT A PAID, CULTURAL INTERPRETER PROGRAM BE DEVELOPED IN HAMILTON-WENTWORTH TO INCREASE THE NUMBER OF INTERPRETERS (AND REDUCE THE RATE OF TURNOVER) AVAILABLE TO ASSIST CLIENTS TO COMMUNICATE WITH STAFF OF GENERIC AGENCIES.

A second goal, related to the barrier of a lack of cultural understanding by service providers, was the need to sensitize generic service providers about different cultures, races and issues. Therefore, the community supports the following:

7. THAT A LOCAL ORGANIZATION BE FUNDED ADEQUATELY TO DEVELOP AND IMPLEMENT AN EDUCATIONAL MODEL TO BE USED IN GENERIC AGENCIES TO SENSITIZE GENERIC AGENCY STAFF AND VOLUNTEERS ABOUT DIFFERENT CULTURES AND A VARIETY OF CULTURAL AND RACIAL ISSUES IN THE GLOBAL AND LOCAL COMMUNITIES.

8. THAT WITHIN ALL GENERIC AGENCIES, STAFF AND VOLUNTEERS DISCUSS, DEVELOP AND COMMIT THEMSELVES TO SERVE EQUALLY THE DIVERSE RACIAL AND CULTURAL POPULATION OF HAMILTON-WENTWORTH AND THE GENERAL POPULATION.

A third goal related to the need to reduce the barrier of lack of information as well as increase cultural understanding focused on the need to increase cooperation and collaboration between generic and ethno-specific agencies. Therefore, the community supports the following:

9. THAT THE LEVEL OF COLLABORATION AND COOPERATION BETWEEN GENERIC AND ETHNO-SPECIFIC AGENCIES BE INCREASED IN ORDER TO HAVE BETTER INFORMATION AVAILABLE TO THE CLIENT REGARDLESS OF HIS/HER POINT OF ACCESS INTO THE SOCIAL SERVICE SYSTEM.

Societal goals were also addressed. Sensitizing the general population, increasing cooperation between the general population and ethno-specific communities and promoting awareness of cultural and racial diversity were all seen as ongoing and long term. Therefore, the community supports the following:

10. THAT THE LOCAL MEDIA (e.g., NEWSPAPERS, RADIO AND TELEVISION) AND THE MAYOR'S RACE RELATIONS COMMITTEE FACILITATE THE DEVELOPMENT OF FEATURE

ARTICLES/STORIES ON A VARIETY OF RACIAL AND CULTURAL COMMUNITIES IN HAMILTON-WENTWORTH, THEIR CONTRIBUTIONS TO THE REGION, AND BEGIN TO DISPEL MANY OF THE MYTHS AND STEREOTYPES THAT EXIST. THIS, IN TURN, WOULD LEAD TO A MORE INFORMED PUBLIC.

It is noteworthy that the citizen workshop participants noted the need for more cultural and racial staff and volunteers (e.g., Board of Directors) in agencies. The service providers did not believe staff and volunteer representation at agencies were priorities compared to other goals even though they acknowledged this lack of representation as a barrier. Therefore, the community supports the following:

11. THAT ALL GENERIC SOCIAL SERVICE AGENCIES DEVELOP AND IMPLEMENT AGENCY-WIDE POLICIES FOR THE RECRUITMENT OF STAFF AND VOLUNTEERS (TO FILL BOTH EXECUTIVE AND FRONT LINE VACANCIES) FROM A VARIETY OF CULTURAL AND RACIAL BACKGROUNDS. THIS WILL HELP AGENCIES BEGIN TO DEVELOP MORE CULTURALLY RESPONSIVE SERVICES AND SERVICE DELIVERY METHODS FOR THE DIVERSITY OF CLIENTS IN HAMILTON-WENTWORTH.

12. THAT THE LOCAL COLLEGE AND UNIVERSITY ACTIVELY RECRUIT RACIAL AND CULTURAL GROUP MEMBERS INTO THEIR SOCIAL SERVICE RELATED PROGRAMS AND CREATE MORE ETHNO-SPECIFIC COURSES LIKE THE NATIVE COMMUNITY CARE PROGRAM FOR OTHER RACIAL AND CULTURAL GROUPS. THIS WOULD FURTHER ENSURE AN AVAILABLE WORKFORCE.

Service provider workshop participants agreed there was a need for a number of trained, paid, generalist cultural interpreters who are knowledgeable about a number of service sectors. Citizen workshop participants agreed on the need for full-time, community service officers to walk with immigrants and refugees through the maze of services and translate as necessary. Service provider workshop participants also indicated the need for specialist cultural interpreters in the areas of mental health, family/marital counselling, and domestic violence. Immigrant, refugee and Native women have some very unique accessibility problems to the social service system. Criteria were also discussed regarding how agencies could decide who should be assisted to access services first. Therefore the community supports the following:

13. THAT THE CULTURAL INTERPRETER PROGRAM OUTLINED IN RECOMMENDATION #6 ENSURE THAT A POOL OF GENERALISTS ARE TRAINED AND HIRED IN ORDER TO BE ABLE TO ASSIST CLIENTS ACCESSING ANY OF THE FOLLOWING SERVICES: HOUSING, INCOME, EMPLOYMENT, HEALTH, EDUCATION SERVICES, CHILD CARE, LEGAL COUNSEL/ADVICE AND SENIORS ISSUES.

14. THAT THE CULTURAL INTERPRETER PROGRAM STATED IN RECOMMENDATION #6 ALSO CONTAIN PAID, TRAINED, CULTURAL INTERPRETER SPECIALISTS IN THE MENTAL HEALTH, FAMILY/MARITAL COUNSELLING AND DOMESTIC VIOLENCE FIELDS. THIS SHOULD BE DESIGNED, DEVELOPED AND IMPLEMENTED BY RELEVANT AGENCIES SO THAT THESE TRAINED STAFF ARE AVAILABLE IN THEIR OWN AGENCIES. THE NEEDS OF NATIVE, IMMIGRANT AND REFUGEE WOMEN REQUIRE CAREFUL CONSIDERATION WITHIN THIS CONTEXT.

15. THAT WHEN AGENCIES ARE CONSIDERING INCREASING THE ACCESSIBILITY OF THEIR SERVICES FOR RACIAL AND CULTURAL GROUPS, AND THEY NEED TO SELECT THOSE MOST IN NEED TO SERVE FIRST, THAT AGENCIES CONSIDER THE

FOLLOWING FACTORS: RECENCY OF ARRIVAL, LEVEL AND TYPE OF SUPPORT NETWORK ALREADY IN PLACE, AND REFUGEE STATUS (INCLUDING CHRONICITY OF PAST EVENTS IN THEIR LIVES) OF THE CLIENTS THEY ARE INTENDING TO SERVE.

A number of additional points were also raised that were not considered to be goals. They were viewed as important for reducing the barriers to access, though. Therefore, the community supports the following:

16. THAT THESE RECOMMENDATIONS BE DISCUSSED AND ACTED UPON IN THE FOLLOWING MEETINGS: THE IMMIGRANT SERVING INTER-AGENCY NETWORK MEETINGS AT THE MULTICULTURAL COUNCIL, THE CULTURAL INTERPRETER ADVISORY COMMITTEE THAT MEETS AT KIRKENDALL-STRATHCONA NEIGHBOURHOOD HOUSE, AND THE CITIZEN NETWORK MEETINGS TENTATIVELY SCHEDULED TO MEET QUARTERLY THROUGH THE ASSISTANCE OF THE SPRC.

17. THAT THE CANADA EMPLOYMENT AND IMMIGRATION CENTRE REVIEW THE RECOMMENDATIONS MADE BY THESE CITIZENS ABOUT BIASED PROCEDURES AND CRITERIA, ABOUT USING ENGLISH LANGUAGE TEST RESULTS TO DISCRIMINATE AGAINST PEOPLE AND ABOUT THE LACK OF A CLEAR EXPLANATION PROVIDED FOR THE NEED TO TAKE CERTAIN TESTS. ALL THIS SHOULD BE CONSIDERED IN LIGHT OF THE MINISTRY OF CITIZENSHIP REPORT ON ACCESS TO TRADES AND PROFESSIONS.

18. THAT ESL PROGRAMS IN HAMILTON-WENTWORTH -
   A) ELIMINATE WAITING LISTS IN THOSE PROGRAMS THAT PROVIDE TRAINING ALLOWANCES;
   B) ENSURE MAXIMUM DAILY AVAILABILITY OF ESL CLASSES;
   C) ENSURE CHILD CARE IS READILY ACCESSIBLE SO THAT CHILD CARE RESPONSIBILITIES DO NOT BECOME A DETERRENT FOR IMMIGRANT WOMEN TO LEARN ENGLISH, AND
   D) THAT ALL IMMIGRANT WOMEN ARE GIVEN THE SAME (EQUAL) ACCESS TO ESL PROGRAMS AS ARE THEIR MALE COUNTERPARTS.

19. THAT THE COMMUNITY INFORMATION CENTRES IN THE REGION MEET TO DISCUSS THE ISSUE OF LACK OF INFORMATION FOR VOLUNTEERS FROM DIVERSE RACIAL AND CULTURAL COMMUNITIES TRYING TO HELP THEIR COMMUNITY MEMBERS ACCESS SERVICES.

20. THAT THE SPRC ORGANIZE CITIZEN-BASED MEETINGS FOR CITIZENS OF DIVERSE RACIAL AND CULTURAL GROUPS TO ATTEND AND FURTHER DISCUSS THE ISSUES THEY RAISED AND RECOMMENDATIONS THEY MADE IN THIS REPORT. THESE CITIZEN WORKSHOP PARTICIPANTS INDICATED AN INTEREST IN MEETING REGULARLY (PERHAPS QUARTERLY).

Table 3 provides a summary of the 20 recommendations. Fourteen of the 20 recommendations are directed specifically at agencies. Three other recommendations focus on the larger community while three other recommendations are actually future planning activities.

TABLE 3: SUMMARY TABLE OF RECOMMENDATIONS

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1. Within and Between Agencies (both generic and ethno-specific services)
   a) education, sensitization and information
      - #4 agency service pamphlets
      - #5 overview of services pamphlet
      - #7 educate agencies
      - #11 recruit staff and volunteers
      - #16 dialogue between committees
      - #17 change CEIC
      - #19 involve CIS

   b) collaboration and co-operation
      - #8 staff and volunteer records
      - #9 more collaboration

   c) planning and administration
      - #3 staff and volunteer records
      - #15 priority services

   d) cultural interpreters
      - #6 develop paid interpreters service
      - #13 generalists
      - #14 specialists

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2. Within the Larger Community
      - #10 local media and Mayor's Race Relations Committee
      - #12 local college and university recruits
      - #18 English as a Second Language is major stepping stone

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3. Future Planning Activities
      - #1 planning for seniors
      - #2 map the community of services (inventory)
      - #20 need for Citizen Network

At the September 1990 follow-up workshops, a very important question was raised. Are the voices of Natives heard clearly enough in these findings and recommendations? A small group of Native people met afterward to answer this question. Essentially, their response was, yes these recommendations adequately reflect our concerns but perhaps what is needed is a translation of these recommendations from the Native perspective. This group is planning to develop a follow-up response to these recommendations.

8.0 CONCLUSIONS & UNANSWERED QUESTIONS

This section of the report is intended to bring order to a complex collection of data. It will also provide a framework for understanding how the community and its social service system are dealing with the diverse racial and cultural population's access to the social service system. It is critical at this point to recall that this study focused on access to the service system; it was not a needs assessment, an inventory of services, or a study of gaps and duplication of services.

8.1 Overview of the Recommendations

A community consultation such as this one has a number of effects beyond the development of recommendations. A list of those effects are listed here based on feedback from the participants who participated in the last set of workshops in September 1990. Both the service providers and citizens acknowledged

a) the complexity of this facet of planning for the diverse racial and cultural population;
b) the positive results of networking and community organization that has brought them together;
c) the need for ongoing work in the community and within the service system;
d) the focus of concern regarding services for the diverse racial and cultural community was in the City of Hamilton because feedback from some service providers in the rural townships indicated they did not deal with a racially and culturally diverse group of clients;
e) there is some community consensus about the barriers to services and what should happen with the generic and ethno-specific service systems, and
f) that we have data that show support for the existence of both the generic system and the ethno-specific system of social services, instead of support for one system over the other.

This final point is elaborated upon with the assistance of 2 figures.

Figure 1 conceptualizes the findings of the study. The large circle represents the community context in which the study took place. It includes the political climate in which support by policy-makers and funders may or may not be present for the diverse racial and cultural population's access to the social service system. Some service providers and citizens who participated in this study believed that a political vacuum currently exists in this community regarding support for equal access to the system for the diverse racial and cultural population.

Within the circle (i.e., the community), the study notes there are a set of recognized principles that the community can use when attempting to create a more responsive social service system. These principles evolved primarily from the citizen workshops and include the following examples:

- the belief in the integration of people, not assimilation of people[1]

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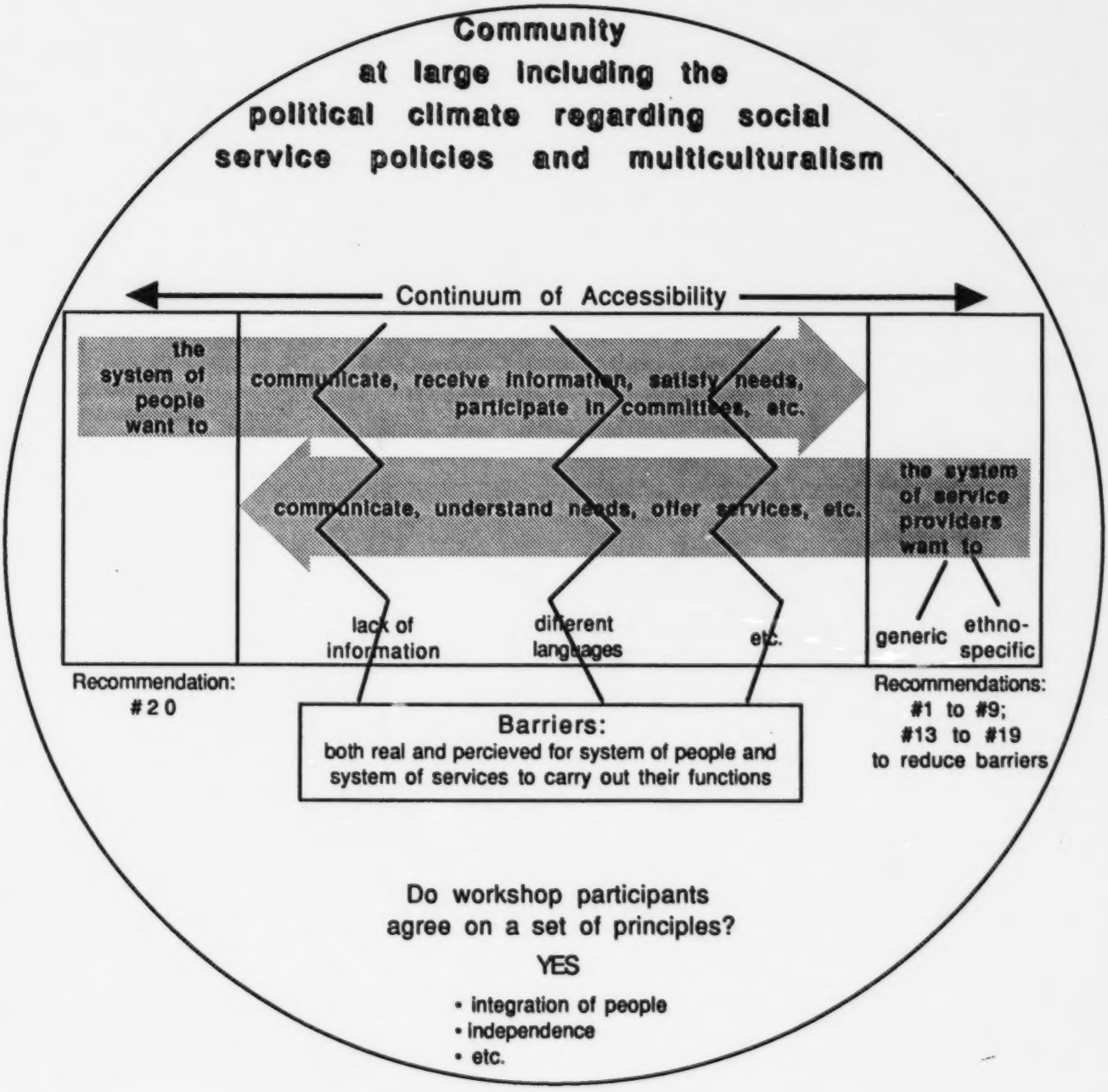
[1]This means that people do not want to lose their cultural identity but they also want to participate in the larger society.

Figure 1: Conceptualization of the Findings of the Report


Community
at large including the
political climate regarding social
service policies and multiculturalism
Continuum of Accessibility
the system of people want to
communicate, receive information, satisfy needs, participate in committees, etc.
communicate, understand needs, offer services, etc.
the system of service providers want to
lack of information
different languages
etc.
generic
ethno-specific
Recommendation: #20
Barriers:
both real and percieved for system of people and system of services to carry out their functions
Recommendations: #1 to #9; #13 to #19 to reduce barriers
Do workshop participants agree on a set of principles?
YES
• integration of people
• independence
• etc.

- the belief that fostering independence in all people should be a basic principle within the ethno-specific and generic social service systems
- the belief that working together is a powerful way to bring about positive social change; isolation is not beneficial
- the belief that physical, social and economic ghettoization of a variety of racial and cultural groups should not exist and that subtle (and blatant) forms of discrimination that cause this ghettoization should be stopped
- the belief that immigrant, refugee and Native women have unique concerns and require specialized approaches to creating better access to services.

The rectangle inside the circle represents the continuum of accessibility. On one extreme (the left side) there is a system of people who want to communicate with service providers, receive information from service providers and ultimately satisfy their needs. On the other end of the continuum is a system of service providers (both generic and ethno-specific) which also has a series of functions to carry out. They want to communicate with citizens in need, understand their needs and then offer appropriate services.

Unfortunately there is interference as these two systems attempt to carry out their respective functions. This is depicted as jagged lines running through the continuum. This interference comes in the form of real and perceived barriers acknowledged by study respondents. The surveys and workshops of the consultation revealed the following barriers[2] to accessing services:

- lack of information about available services
- lack of ability to communicate
- lack of understanding about the role of social service professionals
- the kinds of services available and the way in which services are delivered are not always appropriate for some cultures
- The staff and volunteer composition of generic agencies does not reflect the racial and cultural diversity of the population and therefore services are less appropriate and affective for certain groups
- members of diverse racial and cultural groups feel uncertain and powerless in the social service system
- some people believe their accent, dialect, or manner in which they speak English leaves them poorly understood by service providers.

The findings of this community consultation process show that most of the recommended changes to reduce the barriers in the social service system falls on the system of service providers not the system of people/clients who need services. Figure 1 shows that the first 19 recommendations (except for #10 and #12) focus on changes that need to occur with service providers while one recommendation, #20, focuses on the need for change in the system of people; citizens should have greater opportunity to network and participate in this change process which is focused on the service providers.

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[2] These are barriers in which at least two-thirds of the respondents agreed they were barriers.

Figure 2 further clarifies which parts of the social service system require these changes. Two recommendations focus on the ethno-specific service system. These are the need for certain changes in English as a Second Language classes (#18) and the need for greater opportunity for clients/citizens in the ethno-specific service system to network and help bring about change (#20). Seven recommendations focus on necessary changes to the generic service system. These include the need for better record-keeping (#3), the need for the translated information about services from each agency (#4), the need to sensitize generic agencies (#7), the need for commitment to equal service (#8), the need for generic agencies to recruit staff and volunteers from a variety of racial and cultural backgrounds (#11), the need for specific changes to the Canada Employment and Immigration Commission (#17) and the need for the Community Information Centres to help reduce the barrier regarding lack of information for volunteers helping their communities (#19).

A number of other recommendations focus on activities intended to bring the generic and ethno-specific service systems closer together to work together better. Recommended changes include the following: the need for a pamphlet available in a variety of languages that explains which services are available (#5), the need for cultural interpreters (#6, #13, #14), the need for more collaboration and cooperation between the two systems of services (#9), the need to have a system in place to help decide who should have priority for services (#15), and the need for dialogue on the issues stated in the other recommendations in inter-agency committees (#16). Recommendation 1 and 2 refer to the need for a closer look at the diverse seniors population and the need to do an inventory of what this community currently has to offer.

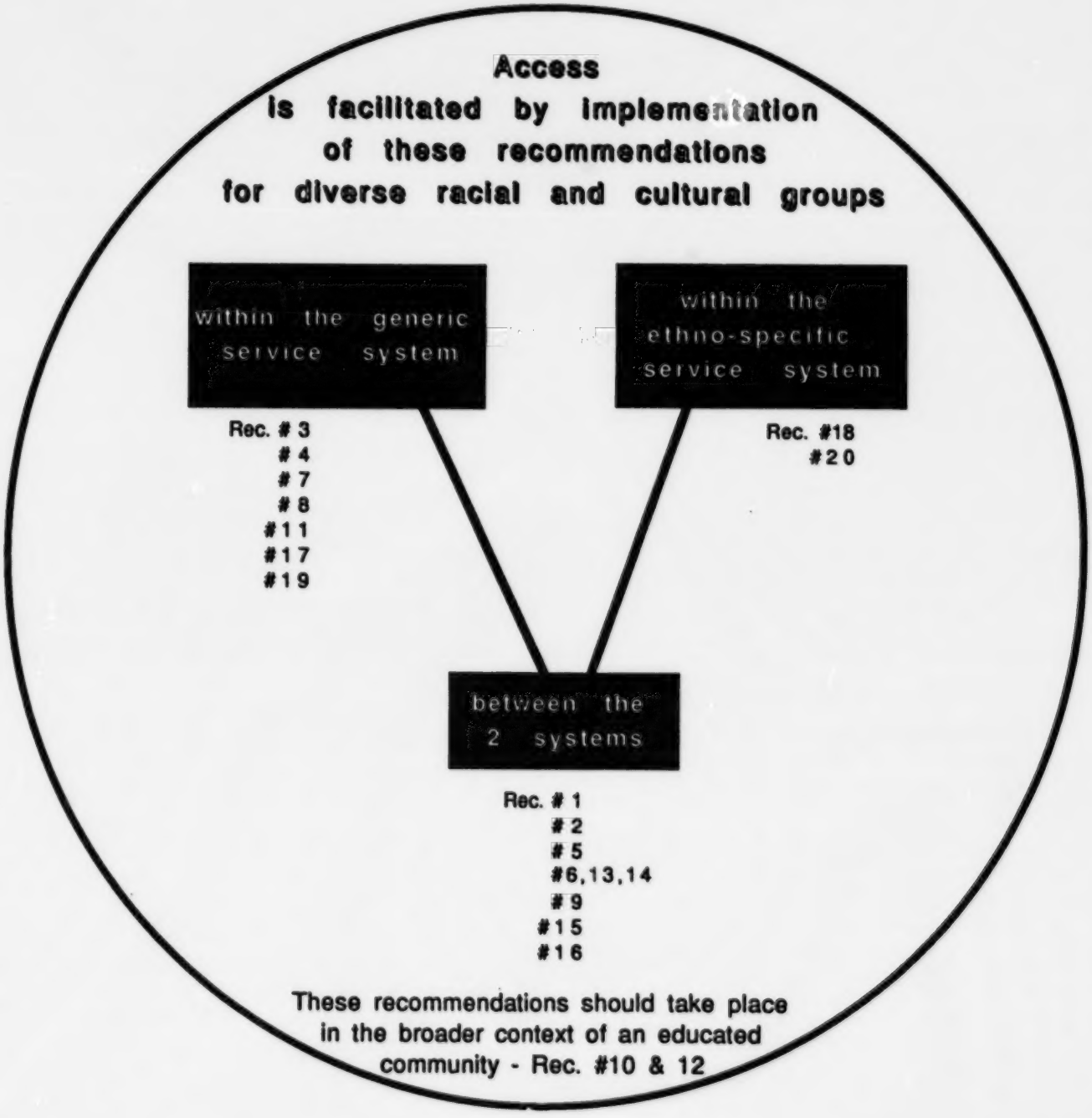
The bottom section of Figure 2 simply states there are recommended activities that focus on the broader community context. The focus of recommendations #10 and #12 are toward a better educated community. The implementation of these two recommendations will facilitate the implementation of the other recommendations.

In closing, this community consultation has clarified one major point - the need for a mixed model approach. Figure 3 helps illustrate this point. At one extreme (the left side) is one school of thought which suggests that the diverse racial and cultural population should become part of the "mainstream Canadian way-of-life" in which English as a Second Language classes are available to all, settlement assistance is also available to all, and people are taught to "fit in".

At the other extreme (right side of Figure 3) is a school of thought which maintains that the diverse racial and cultural population in Canada should maintain their culture, language and beliefs and that they should also be able to receive all the services that they need in their desired language and culture. As noted in an earlier chapter of this report, that could mean 50 different language groups in Hamilton-Wentworth and 10 different service sectors. Survey and workshop respondents showed no support for this extreme.

The overall conclusion drawn from this community consultation for Hamilton-Wentworth is the support for a mixture of the two extreme models cited above. That is, that the diverse racial and cultural population of Hamilton-Wentworth should be encouraged to maintain their culture and language and be able to

Figure 2: Focus of the Recommendations on the Two Systems



receive some services within the context of their native language and culture. The majority of the recommendations of the study fall into the list under the mixed models category on the continuum. For example, in order to provide better access to the social service system there should sensitization of generic service providers as well as cultural interpreters.

Figure 8: MODELS FOR PROVIDING SERVICES

Move People into the "mainstream"	Mixed Models Centre	Permit/encourage people to maintain language, beliefs, etc.
all newcomers receive: - English as Second Language - settlement assistance - sensitization to the mainstream	some languages & some services - maintain culture and language - English as Second Language - sensitization of generic agencies - cultural interpreters - co-existence of generic and ethno-specific services - etc.	all newcomers receive all services in their desired language and culture - 50+ languages - 10+ service sectors

8.2 Thoughts from Another Community and a Similar Process

Doyle and Visano (1987b) arrived at similar results. They labelled the two social service systems (i.e., generic and ethno-specific), "two solitudes". They describe a generic system that is intended to serve all people in need without discrimination on the basis of race, religion and culture- according to the Charter of Rights and Freedoms. This generic system is expected to continually assess and revise policies and services to meet the needs of the diverse population within its resource base. On the other hand, the ethno-specific system plays a variety of roles ranging from those accepted by the larger system (e.g., settlement for newcomers including information and referral) and those roles currently not accepted (e.g., acting as advocates for clients by accompanying clients and interpreting for them or providing family counselling). The important question that Doyle and Visano asked was, has anyone thought that these prevailing roles may be inappropriate for a social service system that insists on assuring access for a variety of people, and is constantly in flux given the changing nature of communities?

Doyle and Visano (1987b:85) go on to agree that there is no cultural planning that directs providers in the planning and delivery of human services.

Some funders can provide incentives to influence organizations but organizations are not obligated due to their voluntary nature and the fact they receive funding from a variety of sources. Consequently, in a situation like this where there is no central planning authority, the roles assigned to ethno-specific and generic services by the community are not immutable and must be subject to negotiation and change. There is a major need for a high degree of cooperation among all players because these roles cannot be dictated on the basis of who has the most power and resources but rather on the basis of client needs and who can best meet and serve those needs.

A quote from their report clarifies this further,

> Initiatives like the Immigrant Women's Job Placement Centre which provides job training and placement services for immigrant women, does not seem to be an attempt to establish a so-called "parallel system" of services for members of diverse racial and cultural groups. These situations may be simply the normal adjustments that go on throughout the system to fill in the gaps in service to specific populations left by the inability of [generic] organizations (voluntary and government) to serve a total population requiring service in different languages and representing a wide variety of racial and cultural groups.
>
> There is a need for continual adjustment of both [generic] and ethno-specific organizations to the demands of a diverse population. No one organization or set of organizations can have a staff with the capability to serve all language groups and cultures. And the needs themselves change with people's experience and with the constant economic and social changes in society...It is vital that the relationship between the two systems be one of mutuality, where each recognizes the role and value of the other within a relationship characterized by collaboration and exchange. (Doyle & Visano, 1987b: 85 & 86)

8.3 Unanswered Questions and Philosophical Issues in the Study

The major question and concern raised by both service provider and citizen workshop participants was, Who is going to take the leadership role to work toward a more accessible social service system for the diverse racial and cultural population based on the recommendations in this report? Participants wondered about the role of the Multicultural Council given its recent organizational review. Also, what is the role of Regional and other governments? There were no answers to these questions.

Second, the findings show that 93% of the ethno-specific and 78% of the generic service providers sampled, agreed that the responsibility for helping these newcomers access services has been put on smaller, often poorly funded, and understaffed ethno-specific agencies. Why is this so? What should be done about it?

Third, should generic service providers be educated and sensitized about a variety of cultures or should a diversity of racial and cultural groups be taught the skills and then offered jobs in the social service system? Undoubtedly, a combination of these two approaches is appropriate. Caution must be exercised, though, regarding diverse racial and cultural groups being educated in the mainstream university and college systems. For example, would these social service courses only teach "mainstream methods, values, etc." while ignoring skills and knowledge from other cultures?

8.4 Research Questions Generated by the Study

a) Even though this study attempted to measure the language and culture representation in the social service system, it is not certain which services have adequate language and cultural representation and which language and cultural groups have been recruited as staff and volunteers because agencies do not maintain this type of record. Which social services in Hamilton-Wentworth require translators or language interpreters and which services require cultural interpreters?

b) How many cultural interpreters are needed for the Hamilton-Wentworth community? Who should pay their wages? Where should they be located? (A cultural Interpreters Advisory Committee has just started working on these questions.)

c) What are the differences between long-time immigrants (e.g., people who may have immigrated to Canada thirty years ago) and recent newcomers regarding their access to the social service system? And, are there major differences between 1st, 2nd, and 3rd generation immigrants? Are certain ethnic groups more likely to need/use the formal social service system while others are not? Are certain age groups of people of certain ethnic groups more likely to use the social service system than others?

d) People's reasons for leaving their country often have an affect on whether they make contact with the formal service system or just rely on their informal networks. Who are these people?

These four questions and the three questions outlined in section 8.3 require consideration if this community is going to move forward to create a more accessible social service system. The community has clearly articulated its concerns around the barriers to accessing services, made recommendations and postulated additional, unanswered questions. The barriers, recommendations and unanswered questions are not unique to Hamilton-Wentworth; other studies have similar findings (see Task Force on Mental Health Issues affecting Immigrants and Refugees, 1988; Doyle & Visano, 1987a; MacQueen, 1984; Ontario Advisory Council on Senior Citizens, 1989; and Social Assistance Review Committee, 1988). If the social service system truly believes in equal access for all people in need of services, then implementation of these recommendations and the development of answers to the remaining questions becomes a necessity.

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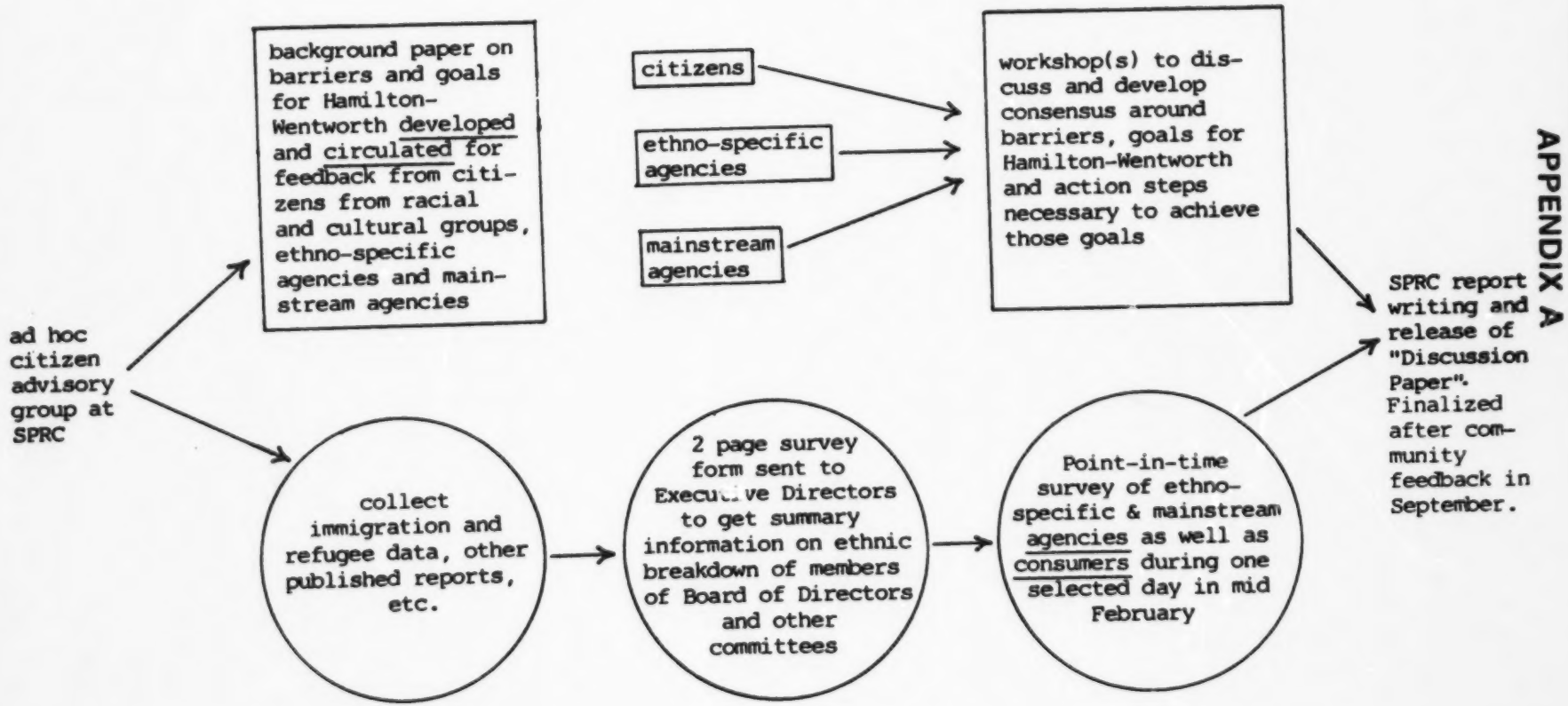
APPENDIX A

PROJECT OVERVIEW: DATA COLLECTION AND PROCESSING

December, 1989 | December, 1989 | January to April, 1990 | April to July 1990

feedback received from: | feedback helps formulate workshop(s) agenda:


ad hoc citizen advisory group at SPRC
background paper on barriers and goals for Hamilton-Wentworth developed and circulated for feedback from citizens from racial and cultural groups, ethno-specific agencies and mainstream agencies
citizens
ethno-specific agencies
mainstream agencies
workshop(s) to discuss and develop consensus around barriers, goals for Hamilton-Wentworth and action steps necessary to achieve those goals
SPRC report writing and release of "Discussion Paper". Finalized after community feedback in September.
collect immigration and refugee data, other published reports, etc.
2 page survey form sent to Executive Directors to get summary information on ethnic breakdown of members of Board of Directors and other committees
Point-in-time survey of ethno-specific & mainstream agencies as well as consumers during one selected day in mid February

□ = 1 set of research activities based on action research principles

O = another set of research activities to collect additional data

APPENDIX A

APPENDIX B

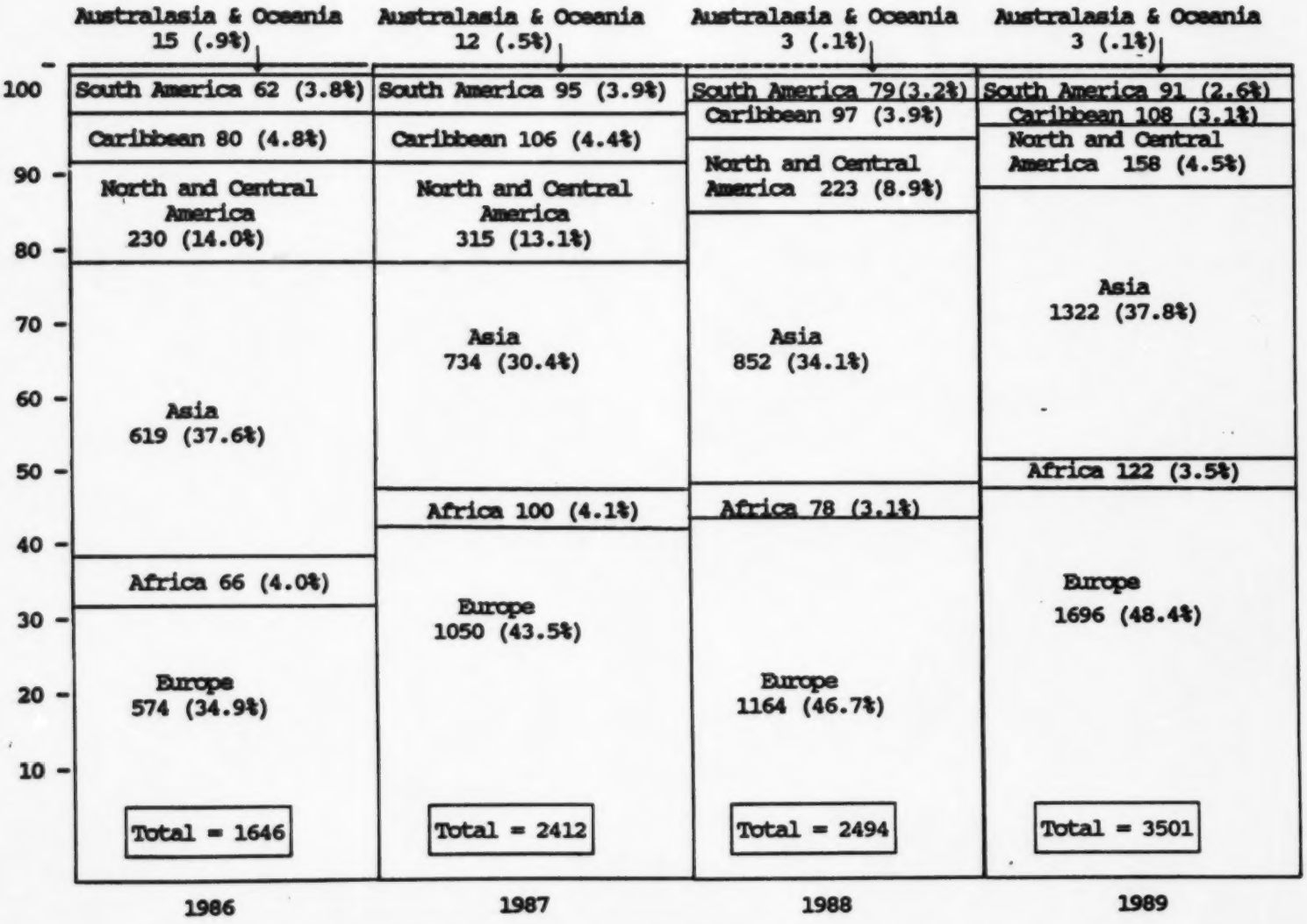
TABLE 8: POPULATION OF HAMILTON-WENTWORTH BY PLACE OF BIRTH FOR THE 1986 CENSUS

	Total	%
Total Population	418,600	100.00
Non-Immigrants	313,425	74.87
Immigrants (born outside Canada)	105,035	25.12
- Europe	87,265	20.85
United Kingdom	26,955	6.44
Italy	17,575	4.20
Yugoslavia	8,585	2.05
Poland	5,725	1.37
Portugal	4,755	1.14
Netherlands	4,380	1.05
West Germany	4,015	.96
U.S.S.R.	3,685	.88
Hungary	2,830	.68
Greece	1,990	.48
Czechoslovakia	1,365	.33
Austria	955	.23
- Asia	6,815	1.63
India	1,905	.46
Vietnam	1,315	.31
Philippines	845	.20
China	820	.20
- United States	4,240	1.01
- Caribbean	3,190	.76
Jamaica	1,445	.35
Guyana	805	.19
- Middle East	1,010	.24
- Africa	975	.23
- South America	700	.17
- Central America	570	.14
- Australasia	235	.06
- Other	45	

Source: Ministry of Citizenship, Ethnocultural Data Base, Toronto, 1986 Census.

APPENDIX C

Figure C: Permanent Residents* Destined to Hamilton between 1986 and 1989 by Country of Last Permanent Residence



* Refugee claimants are not included in this list

Source: Raw data received from Canada Employment and Immigration Centre, Immigration Statistics Division, Immigration Information Centre. Ottawa, Ontario. Computer printout requested January, 1990. Data processed by the Social Planning and Research Council of Hamilton and District.

APPENDIX C

APPENDIX D

APPENDIX D

Citizen Workshop Recommendations

Education and Sensitization

a) The general community and generic agencies need to be educated and sensitized to different cultures and the contributions these cultures make to the Canadian community. This requires active participation on the part of ethno-cultural groups and more government action.

b) There should be educational and sensitizing workshops (e.g., role playing, etc., through organizations like SHAIR) for all generic agencies' staff and volunteers (e.g., Board of Directors). (One citizen told the story about an agency she had contacted for someone who could not speak English and needed services. The agency worker responded with "you have an awful accent".)

c) The local community college and university should actively recruit racial and cultural group members into their training programs (e.g., social work, counselling, etc.) and create more ethno-specific courses like the Native Community Care program for other racial and cultural groups*.

Information About Services

d) Information on a broad range of services and agencies should be provided in languages other than English.

e) All agencies and groups should have access to the Directory of Community Services produced by Community Information Service.

f) Newsletters about what agencies provide should be circulated to the community so everyone can become more aware of the resources already existing in the community.

Involvement of Racial/Cultural People

g) Generic agencies (volunteers, Board members and staff) should have a greater racial and cultural composition because they will then be more readily approached by various visible minorities.

h) There should be more involvement of various racial and cultural groups in the planning of generic agencies, Boards and commissions.

i) Something should be done about the level of stress and anxiety that people of diverse racial and cultural groups feel because of separation from their native country and families, unfamiliarity with the Canadian system, having to learn a new language, find a job, etc.

j) The government should employ full-time community service officers/workers to walk with the immigrant or refugee through the maze of services and

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* The Citizen Advisory Committee added this point as it becomes an important prerequisite for the first two points.

to walk with the immigrant or refugee through the maze of services and translate as necessary. One worker for each ethno-cultural community is needed. (Currently, ethno-cultural volunteers have jobs during the time that people need services. These workers/officers could play an educational and translating role.) This would save the government much money in the long term because people would not get stuck on government financial assistance.

k) Shelters for women and children who are victims of family violence should hire social workers who speak languages other than English and understand various cultural reactions. (People are crying for help, but the help is not available in their language. Currently, informal networks help these people to a certain extent. But in order for them to ask for help they must be sure they can trust/be confidential with that person in their informal network.)

l) The government should provide the diverse racial and cultural community with counselling courses so that members of the ethno-cultural community can then help their own community.

Recommendations Directed at Canada Employment and Immigration Centre

m) There should be appropriate and unbiased procedures for evaluating professional (and other) qualifications of people seeking employment in Canada.

n) A doctor, or professional, from another country should be seen as a resource in our community. He/she could be an excellent link with his/her ethno-cultural community already living in Hamilton-Wentworth. The newcomer may need help with his/her language and should be supported to work in his/her own field in Canada. It is unthinkable that someone with a degree and 17 years experience has to go back to school and "retrain" to "come up to Canadian standards". More pressure should be put on groups like the Canadian Medical Association, etc.

o) The government should start seeing fully trained people as an asset and perhaps all that is necessary is some "familiarization" opportunities. Why retrain? Why are people forced onto government financial assistance and not given the opportunity for jobs? Should the government subsidize wages for a person to get work in his/her own specialized field?

p) Canada Employment and Immigration Centre must stop using English language tests to discriminate against visible minorities and newcomers. How many "Canadians" would pass these same tests? Does the person need excellent command of written English in their field?

q) Canada Employment and Immigration Centre should provide a clear explanation and guidelines to a person regarding why a particular test is necessary (because in many cases the tests may be irrelevant).

English as a Second Language

r) There seems to be good advertising and access to English as a Second Language classes but there is a need to think about the scheduling of classes because for some people who are working outside the home, class times are not always convenient. (And what about the availability of child

care for women, who are still typically the child's caregiver, who may want to learn English?)

s) English as a Second Language should be made available to <u>all</u> women regardless of their situation.

<u>SPRC Role</u>

t) The Social Planning and Research Council should organize another community development event (like the workshops in April) to develop a mechanism to assist minorities to access services.

It is critical that this list of recommendations developed by the citizens participating in workshops be made public along with the other findings of this research process. The opportunity for citizen-based recommendations for community change can easily become lost in a process like this one. Perhaps the implementation of these recommendations can become the focus of the regularly scheduled meetings requested by the citizens who participated in these workshops.